



SHELTERING PLANNING GUIDANCE

The following information outlines the sheltering requirements for the Fiscal Year (FY) 2006 State Homeland Security Grant. We are requiring completion of the following:

- Plan Development – We've refined and eliminated some of the original requirements. This guidance contains a crosswalk of the sheltering requirements with sample ways to address them.
- North Dakota Shelter Surveys – The North Dakota Steering Committee on Emergency Preparedness for Vulnerable Populations developed a shelter survey and tools as follows:
 - **Attachment A, N.D. Department of Emergency Services (NDDDES) Shelter Survey Form**, which is to be completed for each designated shelter in your jurisdiction. The survey is designed to provide a basic assessment of our shelters and their capabilities.
 - **Attachment B, Shelter Checklist for ADA Compliance Form**, which will assist in determining whether your shelter meets Americans with Disabilities Act (ADA) requirements. Training to include a webcast will be offered to ensure accurate completion of the form.
 - **Attachment C, North Dakota Types of Shelter**, for which we received approval from the NIMS Integration Center. Once you complete the surveys, send them to kdonahue@nd.gov; we will then build the WebEOC shelter listing.
 - **Attachment D, NDDDES Shelter Survey Sample Form**, provides a sample form for shelter management.
 - **Attachment E, Planning Resources**, provides a listing of resources for completion of the surveys and shelter planning.

A reminder of a few basics for shelter plan development...

- Start with a review of your existing materials:
- Review sheltering tasks in your annex charts of the LEOP.
- Review the listing of functional and task coordinators to determine if you have identified all agencies with a role in sheltering.

- Review the planning material in your LEOP associated with the tasks. Identify areas that need updating/review and issues still not addressed (based on the planning requirements and other issues relevant to your jurisdiction).

Conduct planning meetings with all agencies you have identified:

- Review existing planning materials with your team.
- Review the sheltering planning requirements.
- Discuss areas that still need to be developed.
- Assign responsibilities for plan review/development to your team members.
- Conduct periodic meetings to review materials with your planning team and crosswalk the planning requirements with your plan.

Deadline: Sheltering plans are due **December 31, 2007**.

Don't forget that evacuation plans are also due **December 31, 2007**.

(We disseminated the evacuation guidance last fall. If you need additional copies, let me know.)

If you have questions, please let us know.

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SHELTER REQUIREMENT CROSSWALK

The **items in red are the planning requirements** included in the Fiscal Year (FY) 2006 State Homeland Security Grant; the **items in blue are samples** to serve as a jumping off point in your plan revision/development. **Items in green are questions/comments to consider** when addressing each planning requirement.

Requirement #1: Ensure the plan identifies agencies with lead and support responsibility for sheltering.

Note: On the state level, we are using Lead State Agencies in place of Functional Coordinators and Support State Agencies instead of Task Coordinators.

Evaluate the list of your agencies and ensure you have identified all agencies that may have a role. Determine who has a lead and support role for both sheltering.

The following sample is from the sheltering portion of the state Evacuation/Sheltering/Mass Care Incident Annex:

LEAD AGENCIES:

N.D. Department of Human Services
N.D. Department of Health

SUPPORT AGENCIES:

N.D. Bureau of Criminal Investigation
N.D. Department of Emergency Services
N.D. Highway Patrol
N.D. Indian Affairs Commission
N.D. National Guard
N.D. University System

PRIVATE RELIEF AGENCIES:

American Red Cross
The Salvation Army
Voluntary Organizations Active in Disaster
Community Action Agency

Requirement #2: Outline the purpose, scope and authority of your plan.

What is the purpose of your plan? What is the reason for development of the annex? What do you hope to accomplish? This is where you address the goals of your jurisdiction as they relate to sheltering.

Purpose

From the Base Plan of the SEOP:

A. General. The North Dakota State Emergency Operations Plan (SEOP) establishes the parameters for a systematic, coordinated approach for response to and recovery from emergencies or disasters occurring within the state. This plan describes the policies and procedures for coordinating state support, in collaboration with local, federal, volunteer and private agencies, based on the principles of the Incident Command System (ICS).

The following sample is from the state Evacuation/Sheltering/Mass Care Incident Annex:

The purpose of this annex is to ensure a coordinated effort by local, state and federal governments in the management of evacuations, sheltering, and mass care emergencies in North Dakota.

From the Arkansas Department of Emergency Management:

The purpose of this annex is to provide information and assign responsibility to provide for orderly and expeditious evacuation of all or part of the population of the State of Arkansas and to provide temporary lodging, food and protective shelter to the citizens in situations requiring shelter and/or evacuation of the population.

Scope

The following sample is from the state Evacuation/Sheltering/Mass Care Incident Annex:

This plan provides direction to state agencies and local governments within North Dakota involved in protecting public safety, and preparing for and responding to evacuation, sheltering, and mass care events. This annex provides a vehicle for establishing and maintaining a current and realistic assessment of the potential evacuation, sheltering, and mass care events in North Dakota. Additionally, it outlines the roles, responsibilities and capabilities of state agencies in preparing for and responding to an evacuation, sheltering, and mass care event.

Authority

The following sample is from state Evacuation/Sheltering/Mass Care Incident Annex:

Following are the authorities and references for implementation of this plan:

- The North Dakota Disaster Act of 1985, [North Dakota Century Code Chapter \(NDCC\) 37-17.1](#)
- State Board of Animal Health, Powers of Board Over Contagious and Infectious Diseases, [NDCC 36-01-12](#),
- N.D. Department of Health, Communicable Confinement Disease Procedure, [NDCC 23-07.6](#).

Requirement #3: Identify your planning assumptions.

What issues must be taken into account for your planning efforts? When do you foresee needing mutual aid or state assistance? Consider an assumption that addresses vulnerable populations. (Refer to census

population information sent with the evacuation requirements. Call Kathleen if you can't find the data.)

The following sample is from Gary Stockert, Bismarck Emergency Manager

In many cases, shelter in place may be the best option for chemical releases with no prior warning of release. Also, in some cases, shelter-in-place may be combined with evacuation procedures— either in terms of sequence (shelter in place for a short time followed by evacuation) or in terms of geographic locations (some areas shelter in place and some areas evacuate).

The following sample is from Ed Ludwig, Williams County Emergency Manager:

Roughly 20 percent of the population at risk will require shelter in a mass care facility (shelter). Many evacuees will seek shelter with relatives, friends or motels rather than use a government provided mass care shelter.

The following sample is from the state Evacuation/Sheltering/Mass Care Incident Annex:

This plan takes into account the needs of the elderly and people with functional needs, including, but not limited to the following, needs: visually impaired; hearing impaired; speech and/or language impediments; intellectually disabled; mobility impediments; emotional disorders/multiple disorders; and religious and/or cultural diversity.

(Special Needs Communication Plans can be found in Local Public Health All-Hazards Emergency Operations Plans)

Requirement #4: Identify when your shelter plan will go into effect, who has the authority for opening shelters, and how you will coordinate with voluntary agencies.

What prompts execution of your plan? Who will make the decision to establish a shelter? Who do they notify? Is it when an event has the potential to require relocation of a population? How do voluntary agencies fit into the picture? *Ensure coordination with all responsible organizations including the SEOC.*

The following perspective is from Hallie Lavelle, the Billings County Emergency Manager.

Local law enforcement officials will be responsible for the decision to open shelters. They will also be responsible for the decision to sound the siren and/or use the public address system. They will notify the emergency manager if a decision is made to open a shelter. The emergency manager will then notify the State Emergency Operations Center (SEOC). The emergency manager will coordinate with voluntary agencies, as needed, to support feeding and transportation needs.

Requirement #5 As a goal, each emergency manager is required to identify shelter capacity that can accommodate at a minimum, 25% of each community and 25% of the total county/tribal nation population to include the following:

- **General Population.**
- **Vulnerable Populations.**
- **Household pets/service animals.**

Our initial goal is to identify shelter capacity for at least 25% of each jurisdiction's county/tribal population. Look at each city in your jurisdiction and identify shelter locations within the city that can accommodate 25% of the population. For example, identify shelters within the city of Richardton that can accommodate 25% of its population. If the city is unable to accommodate sheltering 25% of its population, identify surrounding communities that can assist. For example, if the city of Coleharbor cannot shelter 25% of their population, then ensure a nearby city such as Washburn could accommodate evacuees. In addition, ensure you have identified shelters throughout your county/tribal nation that can accommodate 25% of the total jurisdiction's population. An identified gap is the lack of resources to operate all shelters at the same time. At this step, we are only identifying the facilities. Completion of the NDDDES Shelter Survey Form (Attachment A) will assist in addressing which shelters can accommodate household pets and people who are considered vulnerable populations (i.e. elderly or those with functional needs such as a hearing impairment). The form also addresses accessibility; for example, can someone who uses a wheelchair gain access to the shelter.

Attachment A contains the NDDDES Shelter Survey Form; its completion is required for each shelter. The Shelter Checklist for ADA Compliance Form, Attachment B, outlines areas that indicate whether a facility meets ADA requirements. Attachment C contains the North Dakota Types of Shelter, and Attachment D, NDDDES Shelter Survey Sample Form, is a tool for shelter managers to prepare their facilities. A list of agencies willing to assist with completion of the form is included in Attachment E, Shelter and Evacuation Plan Development Resources.

If you need another copy of any of the referenced, contact Kathleen. Send completed forms to kdonahue@nd.gov.

The following sample is from the State of Texas Emergency Management Plan, Shelter and Mass Care Annex:

Depending on the situation, we will use one or more of the following approaches to handle evacuees arriving with pets:

- A. Provide pet owners information on nearby kennels, animal shelters and veterinary clinics that have agreed to temporarily shelter pets.

- B. Direct pet owners to a public shelter that has covered exterior corridors or adjacent support buildings where pets on leashes can in carriers be temporarily housed.
- C. Set up temporary pet shelters at the fairgrounds, the stock show barns, the Exposition Center, others.

Requirement #6: Ensure your plans have mutual aid agreements for sheltering.

Identify and list your mutual aid agreements for sheltering. Determine if you need additional agreements.

Attachment F contains mutual aid agreements from Cass County Emergency Management .

Requirement #7: Ensure your plan addresses cultural and religious needs and practices within a shelter.

What accommodations must be taken into account for your citizens. Are there any portions of your population that may be without transportation? Are there any language barriers that may be encountered?

Henry Harrison, Tribal Council Representative for the Long Soldier District of Standing Rock Sioux Reservation, provided the following perspective:

“Some of our elderly might not understand English, so there would need to be a translator to talk in the Native tongue so they can understand the situation.”

Requirement #8: Describe how you will educate the public on sheltering and shelter-in-place information prior to an emergency.

Think in terms of the following – how will you work with your Public Information Officer to educate residents on shelter-in-place and potential shelter locations in their areas, and, if possible, which shelters take household pets? The education effort should address what items residents should bring to a shelter. What alerts/warnings do they need to be aware of? Consider also tasking the PIO to tie sheltering issues into your summer, winter and national preparedness campaigns.

Jerry Bergquist, Stutsman County Emergency Manager, provided the following perspective:

When educating the public about shelter locations, consideration should be given to not providing a master list of all shelter locations. In a specific emergency event, it's very likely that not all of the shelters on the master list will be opened. Citizens would attempt to go to shelter locations that have not been opened causing mass confusion and possibly placing them at risk. Instead, when conducting a public information campaign, reinforce the point that when an emergency situation occurs, shelters would be opened and that the public would be notified of the actual shelter locations along with

any necessary evacuation route information. Methods of notification would include: automatic telephone notifications systems, cable interrupt, Emergency Alert System (EAS), National Weather Service All Hazards radio, and the broadcast media.

Attachment G contains the Bismarck/Burleigh Shelter in Place brochure.

Requirement #9: Ensure your plan includes procedures for notification and dissemination of shelter and shelter-in-place information.

How will you notify the public about shelter locations, what they need to take, where they can house their pets, etc.? How will you disseminate information about shelter in place procedures?

Some points to consider from Becky Ault, Pembina County Emergency Manager:

Ensure the Warning Annex Functional Coordinator alerts the public through the following methods:

- Siren Alert Warning System
- TV Cable Interrupt
- Emergency Alert System
- Law Enforcement and Fire public announcement (PA) systems
- Door-to-door notification
- Media
- NOAA Weather Radio

The following sample is from the Bismarck Emergency Operations Plan: Immediate Response Checklist – Initiating Public Notification to Shelter In Place:

- A. Incident Commander, Mayor or designee, or EOC Director calls the Combined Communications Center to issue a recommendation for Shelter in Place and specifies the geographical area affected or potentially affected in the near future.
- B. Combined Communications personnel will disseminate the alert/warning.
- C. Combined Communications personnel shall notify the city emergency manager and the communications manager of the incident and recommendations for Shelter In Place.
- D. **See attachment 1** for public information guidance to disseminate as soon as possible. (*Attachment 1 in this plan outlines shelter in place guidelines found in **Attachment G**. Shelter-in-Place*)

Requirement #10: Ensure your plan addresses transition of shelter residents to alternative accommodations/interim housing.

How will you address the needs of evacuees if they are unable to return to their homes? Is there a housing authority that can assist with placement of individuals, or do you have a facility that could serve as a long term shelter?

The following sample is from the State of Texas Emergency Management Plan, Shelter and Mass Care Annex:

Evacuees normally return to their homes as soon as the danger has passed. Hence, most shelters are closed quickly and return to normal use. However, some evacuees may be unable to return to their homes due to damage or destruction. It may be necessary to have one or more shelters remain open for an extended period until those who cannot return to their residences can be relocated to motels, rental units, mobile homes and other types of temporary lodging. Such extended use facilities should have showers and on-site feeding; cots should be provided.

Requirement #11: Ensure your plan assigns responsibility for the following tasks at a minimum and assigns responsibilities in the following phases – prevention/mitigation/preparedness, response and recovery:

- **Shelter Management**
- **Medical Care (to include vulnerable populations)**
- **Security**
- **Mental Health**
- **Feeding**
- **Shelter Safety (ex. sanitation, etc.)**

Be sure to list who is responsible for the task and what each agency's responsibility is for the different phases.

Following are suggestions from a collection of resources to include the American Red Cross and Emergency Managers:

Phase 1 – Prevention, Mitigation and Preparedness

Red Cross

- Identify potential shelters.
- Develop mutual aid agreements with facilities.
- Recruit and train personnel to manage shelters.

County Extension Agent

- Identify temporary pet shelters (such as fairgrounds, stock show barns, etc).
- Maintain a list of nearby kennels, animal shelters and veterinary clinics that have agreed to temporarily shelter pets.

Emergency Management

- Coordinate shelter planning with functional and task coordinators.
- Coordinate with the Public Information Officer to develop and disseminate shelter and shelter-in-place guidance.
- Coordinate with the Functional Coordinator and/or Red Cross to ensure each shelter has a shelter management to address vulnerable populations, medical needs, pets, registration, feeding, etc.

Phase 2 – Response

Red Cross

- Manage Red Cross shelters.
- Coordinate with volunteers to staff shelters.
- Provide meals for shelter residents.
- Provide emergency assistance to victims and or first responders.

Local Public Health Unit

- Coordinate shelter locations with the American Red Cross and medical facilities to facilitate patient and family tracking at shelters.
- Assist shelter operators with sanitation issues.
- Assist with medical needs.

Local Law Enforcement

- Provide traffic control.
- Provide security at designated shelters.

Social Services

- Provide crisis counseling services.
- Coordinate with voluntary organizations.

Phase 3 – Recovery

Emergency Management

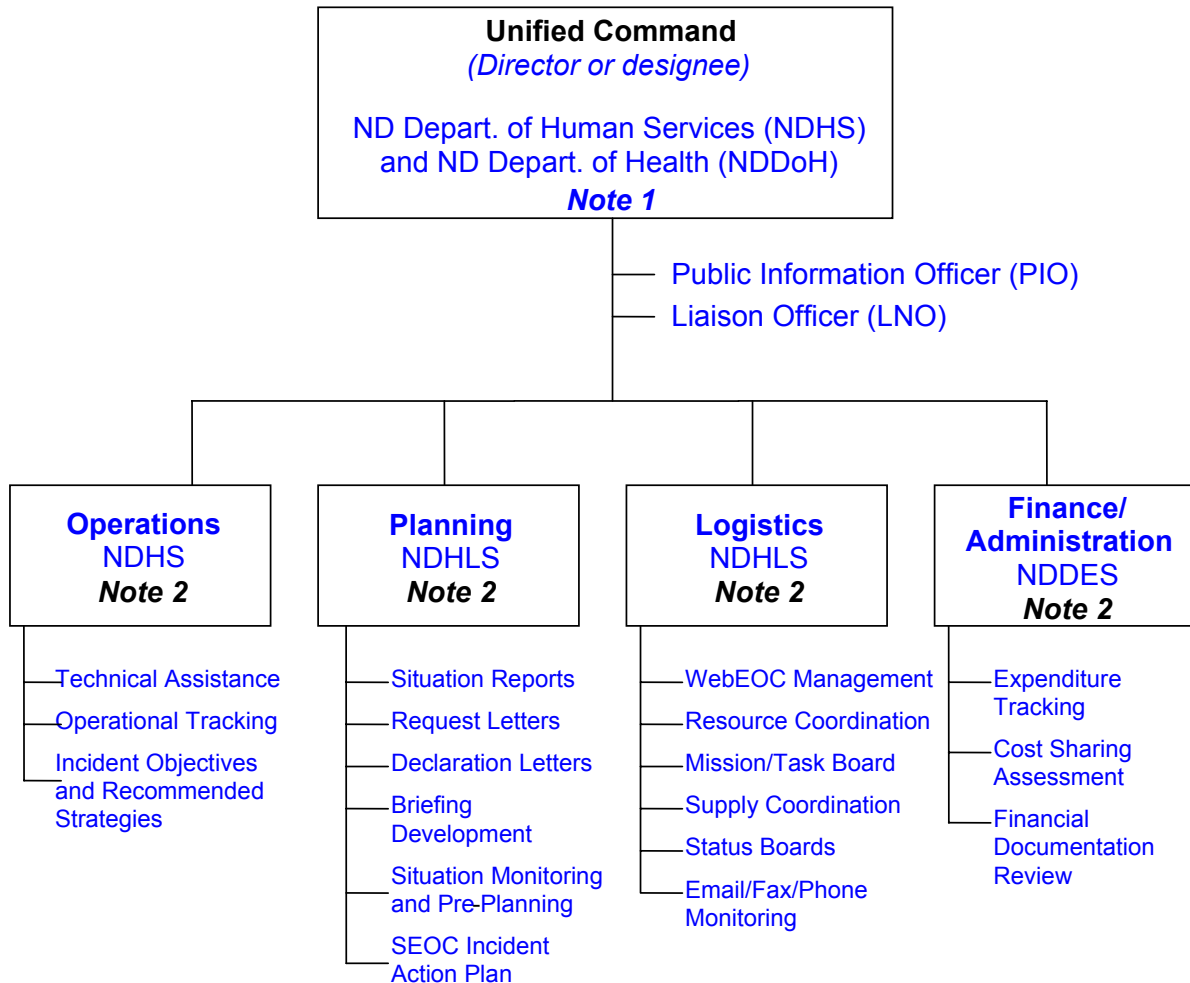
- Administer disaster recovery programs.

Other Agencies

- Provide support within the scope of agency services including, but not limited to, the following:
 - Damage assessment
 - Cleanup efforts
 - Disaster relief programs

Requirement #12: Ensure the plan includes the incident command structure (see next page).

Sheltering UC Structure



Note 1

1. Agencies within the Unified Command may vary based on the incident.

Note 2

1. Agencies within the sheltering incident guide will staff Operations, Planning, Logistics and Finance/Administration sections. **Additionally, all agencies will monitor and log all correspondence into WebEOC.**